

# PUBLIC EDUCATION



Vol. 4 No. 6 MONTHLY BULLETIN OF THE DEPARTMENT OF PUBLIC INSTRUCTION

Feb. 1937

## A LEGISLATIVE PROGRAM OF EDUCATION FOR PENNSYLVANIA Proposals for Consideration of General Assembly Compiled

Recommendations from Many Groups Represented in Draft Prepared by Department  
Equalization and Improvement of Learning Opportunities Sought Through Measures on Organization,  
Transportation, Appropriations, Attendance, Tenure, Vocational Instruction, Length of Term,  
Higher Education, Supervision, Etc.

**LESTER K. ADE**

*Superintendent of Public Instruction*

(Address before P.S.E.A. Convention)

Many groups and individuals have come to the Department of Public Instruction from time to time with suggestions concerning needed school legislation. It has been our purpose to cooperate with these folks and compile and study their suggestions. As a result of this compilation, a rather formidable list of suggested changes in the law have been made. There may not be space to mention all of them here, but those which seem most important will be submitted for your consideration. The Department of Public Instruction will cooperate with you and with all social and civic agencies in the interest of securing the means of improving education in the Commonwealth.

The suggested changes in the law have been organized under the following headings:

- A. State Council of Education
- B. Assessments, Taxes and Capital Expenditures
- C. Adequate Appropriations to Finance Essential School Services
- D. Teachers and Other School Employes
- E. Elementary Education
- F. Secondary and Junior College Fields
- G. Vocational Education
- H. Executive Committee of the County School Directors' Association
- I. Office of County and District Superintendents
- J. Boards of School Directors
- K. Examining Boards and Committees of Professional Licensing

### A. STATE COUNCIL OF EDUCATION

1. It has been the thought of many persons in our profession that the State Council should function in a much wider capacity than has been the case hitherto. For example, it has been suggested that the specific provisions for the issuance of teachers certificates now in the School Code should

be placed in the State Council. This change would give more flexibility to regulations pertaining to certificates. All the benefits which come from stated regulations in the Code shall be derived from such a procedure, and the difficulties which arise from fixed provisions in the law will be avoided.

2. Again, it has been observed that school children are transported in school buses of all sizes, sorts and conditions. Some of these buses are simply trucks used for the purpose. Others are built of steel bodies, well heated and ventilated, and compare favorably with those which operate in our larger cities. These observations logically lead to one conclusion, namely, that all school buses should meet such standards as may be set up by the State Council of Education. Standards carefully set up by the State Council, with a provision for a reasonable time for attainment of them by school districts, will rapidly eliminate the buses which are now a hazard to the health and safety of school children.

3. A consensus of opinion also indicates that the problem of the classification of secondary schools should be re-studied. What is a secondary school? By what standards is it to be judged? It is proposed that the State Council be clothed with authority to set up standards for secondary schools. In this connection the State Council would engage in long term planning by which the secondary schools of our State would be upgraded.

4. At present, the State subsidy for teachers in the secondary schools is based on the minimum salary of elementary teachers. It is proposed that the State Council be directed to make a study of the full-time salaries of teachers, which shall be paid by the Commonwealth. Under the present Act, a beginning teacher in a secondary school in a

(Continued on page 3)

### SCHOOL BOARD SECRETARIES' CONVENTION Education Building—Harrisburg PROGRAM

February 2  
A. M.

- 9:00 Invocation
- 9:10 Group Singing
- 9:30 Report of President.....Willis H. Lady, Biglerville
- 9:45 Proposed Legislation.....Rev. Frank W. Ruth, Berks County
- 10:00 Round Table Discussions (3 Groups)
- 1:30 Reports
- 1:40 Problems—Public School Administration.....Dr. Carl L. Millward, Milton
- 2:15 Report of Nominating Committee
- 2:45 Important Duties of School Board Secretaries.....Dr. Lester K. Ade  
Superintendent of Public Instruction
- 3:30 Report of Round Table Discussions
- 4:45 Introduction of New Officers
- 5:00 Adjournment

### SCHOOL DIRECTORS' CONVENTION February 3 A. M.

- 9:00 Convention called to order.....J. Foster Meck, President, Altoona
- 9:40 Singing
- 9:50 Business Session
- 10:00 Philosophy of Education.....Dr. Carroll D. Champin, State College
- 10:30 Business and Teaching.....Francis McSherry, Huntingdon
- 11:00 Report of Committee for Revision of By-Laws
- 11:30 Address: The Reorganization of School Districts.....Dr. Lester K. Ade  
Superintendent of Public Instruction
- 1:30 Control of Tuberculosis.....Dr. D. H. Lees  
University of Pennsylvania
- 2:00 Report of President
- 2:15 Concert
- 2:45 Address (to be announced).....Dr. William Mather Lewis  
Lafayette College
- 3:15 Financing the Public Schools.....Franklin S. Edmonds, Philadelphia
- 4:00 Conferences of Delegates
- 6:00 Banquet. Address (to be announced).....Harry Collins Spillman, New York City

February 4  
A. M.

- 9:00 Opening Exercises
- 9:15 Report of Committees (Membership) (Legislative) (Resolutions)
- 10:00 Insurance Costs.....John Longacre, Philadelphia
- 10:30 Question Box.....Dr. Clarence E. Ackley  
Department of Public Instruction
- 11:00 Report of Committee on Revision and Consideration of By-Laws
- 11:30 Election of Officers, etc.
- 12:00 Adjournment



## Pennsylvania Public Education

Published monthly by  
The Department of Public Instruction  
Commonwealth of Pennsylvania  
Education Building, Harrisburg

Entered as second-class matter September 1,  
1933, at the Post Office at Harrisburg,  
Pennsylvania, under Act of August  
24, 1912.

LESTER K. ADE, *Superintendent of Public Instruction, Chairman of the State Council of Education, and of the Board of Presidents of State Teachers Colleges*

GERALD D. WHITNEY, *Deputy Superintendent*  
CLARENCE E. ACKLEY, *Director, Bureau of School Administration and Finance*

PAUL L. CRESSMAN, *Director, Bureau of Instruction*

JAMES A. NEWPHER, *Director, Bureau of Professional Licensing*

F. STEWART HARTMAN, *Executive Assistant*  
EUGENE P. BERTIN, *Editor*

Vol. 4 February, 1937 No. 6

All material herein is released to the  
press upon receipt

### CONTENTS

Vol. 4 February, 1937 No. 6

#### A LEGISLATIVE PROGRAM OF EDUCATION

	Page
Introductory .....	1
State Council of Education.....	1
Assessments, Taxes, & Expenditures.....	3
Adequate Appropriations .....	3
Teachers and School Employees.....	3
Elementary Education .....	4
Secondary and Junior College Fields.....	4
Vocational Education .....	4
Executive Committee of County.....	5
County & District Superintendents.....	5
Local Boards of School Directors.....	8
Professional Licensing .....	8
Conclusion .....	8
School Board Secretaries Convention.....	1
School Directors Convention.....	1
Six County Superintendents Appointed.....	2
New Superintendent for Lycoming County	2
Indiana County has New Assistant Superintendent .....	2
Adult Education Director Honored.....	2
Department of Public Instruction Staff.....	6
Department of Public Instruction Organization .....	6
Department of Public Instruction Chart....	7
P.S.E.A. ENJOYS BUSY CONVENTION	
Introductory .....	9
Reorganization of School Districts.....	9
The New Education .....	9
Education in Other Lands.....	10
Changing Conceptions of Education.....	10
Promoting Home-School Relations.....	10
Agricultural Education for Farm Groups	10
Social Problems in the Curriculum.....	10
Looking to the Future Citizen.....	10
In the Elementary Schools.....	10
Responsibilities of Elementary Principals .....	11
New Meaning of Geography in Education	11
Geography & World Problems.....	11
The Field of Guidance .....	11
Calendar of Educational Events.....	9
Horace Mann Centennial Calendar.....	9
State Scholarship Examination.....	11
Oldest Surveyor Passes.....	11
Father & Son Week (Governor's Statement) .....	12
Anticipating Anniversaries .....	12

## SIX COUNTY SUPERINTENDENTS APPOINTED IN 1935-1936

County	Appointee	To Fill the Position Held by	Reason for Vacancy	Date When Appointment Became Effective
Clinton County	Newton L. Bartges	Guy C. Brosius	Death	Sept. 5, 1935
Tioga County	Walter G. Clark	Edward B. Marvin	Death	April 9, 1936
Cambria County	Arthur M. Stull	M. S. Bentz	Death	Sept. 24, 1936
Fulton County	Charles M. Lodge	B. C. Lamberson	Death	Nov. 6, 1936
Indiana County	D. Lester Winger	James F. Chapman	Death	Nov. 4, 1936
Lycoming County	Frank H. Painter	Sylvester B. Dunlap	Death	Dec. 28, 1936

### New Superintendent Named for Lycoming County Schools

In accordance with the provisions of the School Laws of Pennsylvania, Dr. Lester K. Ade, Superintendent of Public Instruction, named Frank H. Painter, Jersey Shore, to the position of Superintendent of Schools in Lycoming County. The appointment was made after careful consideration of the recommendation of the Officers of the Lycoming County School Directors' Association, who were unanimous in their nomination of the present incumbent. Mr. Painter, who has been Assistant Superintendent in Lycoming County since August 1, 1935, succeeds Sylvester B. Dunlap, deceased.

A native son of Lycoming County, having been born and reared in Muncy, Mr. Painter pursued his general educational preparation there, graduating from the secondary school in 1903. During the ensuing four years he attended Bucknell University and graduated in 1910 with the Ph. B. Degree. Five years later he returned to the College to pursue graduate studies and was granted the M. A. Degree in 1916.

Most of Mr. Painter's professional experience was gained in the public schools of Jersey Shore, where he served with marked success from 1910 to 1935, as instructor, principal, supervising principal, and Superintendent. During one year of this extended period, however, he was Superintendent of the West Newton Public Schools in Westmoreland County. Prior to his professional work in Jersey Shore, Mr. Painter was employed as teacher in Pine Township and Liberty, both of which are in his home county. Such varied preparation and experience eminently qualify him for the important duties and responsibilities of the Superintendent of Pennsylvania's largest county.

### INDIANA HAS NEW ASSISTANT COUNTY SUPERINTENDENT

The appointment of Mr. D. D. Patterson of Indiana, Pennsylvania, as Assistant County Superintendent of Schools of Indiana County, has been announced by Lester K. Ade, Superintendent of Public Instruction. Mr. Patterson takes the place of Mr. D.

Lester Winger, recently appointed County Superintendent of schools of Indiana. The term of office is effective as of January 1, 1937.

### ADULT EDUCATION DIRECTOR HONORED

#### G. H. Parkes Gets "Grit" Award For Unique Industrial Program in Williamsport

#### Fitting Men for Jobs Rated Year's Outstanding Community Service

The annual award for Meritorious Community Service which is given each year by the Grit Publishing Company of Williamsport, was granted to George H. Parkes, Director of Adult Education, for his successful development of an adult educational program for training young men and women, and the retraining of older citizens to meet the job requirements of changing industrial demands. During the past five years the adult education program of the Williamsport schools has attracted wide attention for it is primarily a pioneering program designed to meet changing industrial conditions.

With the main objective "fitting the man for the job" this program under Mr. Parkes' capable direction has developed to a point where more than 2,000 adults have been in attendance during a single year. Almost fifty per cent of the men and women enrolled graduated into permanent jobs, thereby relieving unemployment by converting unskilled and idle hands into skilled workers valuable to industry. This effective service has not only raised the morale of the community by restoring people to employment but has been the basis for the establishment of a \$200,000 industrial education plant adjacent to the secondary school of the city.

In this worthy enterprise Mr. Parkes enjoyed the full cooperation of Dr. A. M. Weaver, Superintendent of the city schools, and of the Board of Education, as well as of social and civic agencies interested in the betterment of community life.



## A LEGISLATIVE PROGRAM OF EDUCATION FOR PENNSYLVANIA

(Continued from page 1)

third-class district is paid a minimum salary of \$1,200; the next year she is paid a minimum salary of \$1,300; the next year \$1,400, and so on until she receives \$1,600. For the local district these sums constitute the minimum salary of the teacher. However, the Commonwealth recognizes only \$1,000 as the minimum salary. Obviously this situation requires study and correction.

5. Clerks, drivers of school buses, and janitors, as well as other school employes play important parts in the operation of the public schools of any district. Because of this, the State Council should be vested with authority to prescribe qualifications for all persons employed by the public schools.

6. The School Law now requires the teaching of certain activities in the elementary and secondary schools of the Commonwealth. Many school districts have failed to abide by the law. In order to make it enforceable the suggestion has been proposed that the law be amended to make districts liable to a forfeiture of their State appropriation, at the discretion of the State Council, until the law is complied with. For many years, music and art have been a part of the mandated program in the public schools of this State. Hundreds of districts, however, have failed to comply with the law. The overt neglect of these two subjects serve to illustrate the importance of granting the State Council with authority necessary to act in cases where the instructional program suffers by the failure of districts to uphold required standards.

7. It has been the history of school administration in this State that expenditures of certain School Boards frequently exceed their budgets. The law should be so written as to prevent this, provided, however, that where an emergency exists and proper application is made to the State Council, the Board may be given the privilege of exceeding the budget under conditions prescribed by the Council. This is merely another step to assure better accounting practice in many districts of the State.

8. The term "College" has been loosely used in Pennsylvania. In order to maintain a proper terminology, it is suggested that the State Council be given authority to define the requirements for any institution using the designation "College" and prescribing the penalties for violation of the usage thereof. It is a question whether schools of beauty culture should be permitted to use the same terminology as colleges of art and science.

9. During the depression many teachers who had been out of service for a long period of time began teaching again, although they had not been in contact with professional institutions for many years. In order to avoid this in the future, it is proposed that permanent certificates, which are issued hereafter, may well include a proviso to the effect that the certificate shall automatically lapse in case the holder thereof has not been actively engaged in teaching for a period of five years, and the State Council of Education given authority to prescribe regulations by which such a certificate may be reinstated.

## B. ASSESSMENTS, TAXES AND CAPITAL EXPENDITURES

1. The inequalities in assessed valuations in this State are known to all. Laymen and professional leaders alike have recognized the problem for years, but have thus far failed to find a solution. Until a solution is found, there can be no genuine equalization of educational opportunity for the children of this Commonwealth. It is therefore proposed that an appropriation be made to the State Council of Education to determine true valuations for school purposes. The Council now has authority to determine the true valuation back of each teacher. It has never exercised its authority, however, because it had no staff to do the work. An adequate appropriation would make it possible for the Council to do that which the Legislature originally contemplated it should do.

2. If the Legislature prefers that another agency do the work rather than the State Council of Education, then it is suggested that a sufficient appropriation be made to the Department of Revenue for the purpose. When the Department of Revenue was created, it was understood that it would perform the function of a State Tax Commission, along with its other duties. Like the State Council of Education, it has never been able to solve the problem because of lack of funds. The important point however is that assessments should be equalized regardless of the Department or agency of the State Government which does the work.

3. The problem of relieving real estate of an unjust share of the tax burden is still with us. The suggestion that there should be further study of this question seems to be in order. The possibility of constitutional tax limitation on real estate and the fairest tax to bring in the needed revenues when and if such limitation comes, are vital aspects of the question. The graduated income tax should be considered but, of course, a constitutional amendment will be necessary before the Legislature can enact such a tax bill. Inasmuch as Pennsylvania is a State of great natural resources, a severance tax has also been suggested. The school people of this State cannot shun this issue. They must face the facts squarely, get behind some definite proposals for the consideration of the Legislators who must pass the necessary bills.

4. When school boards issue bonds, they are placing an obligation upon the taxpayers of their districts for many years to come. This is frequently necessary and desirable in order to assure proper school facilities for the districts. However, it should not be done without the utmost consideration for the person who pays the bill; namely, the taxpayer. For this reason the enactment of a comprehensive law on the incurring of bonded indebtedness appears to be necessary. One of the features of the proposed bill is that school boards be permitted to issue only serial bonds.

## C. ADEQUATE APPROPRIATIONS TO FINANCE ESSENTIAL SCHOOL SERVICES

1. Adequate appropriations must be made to carry out the mandated provisions of the law, such as the State's actuarial obligations to the retirement system, the State's obligations under the Edmonds Act and the Vocational Act, the payment of teachers' salaries, and the transportation of school children.

2. In addition to appropriations for the mandated program, it is considered essential to provide \$500 for each county superintendent and assistant to defray travel costs, to restore salaries in the State Teachers Colleges, and to properly maintain the plants. While capital outlay can be justified for new buildings and additions to buildings in each of the State Teachers' Colleges, it has not been the policy of the Department of Public Instruction to include major capital expenditures in the immediate legislative program. It is hardly necessary to say anything concerning the need, with the rising cost of living, for restoring the salary cuts which teachers, including instructors in the State Teachers' Colleges and County Superintendents accepted at the bottom of the depression. They did their duty and it would seem reasonable that the State should reciprocate by restoring the full salaries of the teachers.

## D. TEACHERS AND OTHER SCHOOL EMPLOYES

1. Laymen have constantly criticized the provision in the School Law which requires a teacher to take a physical examination at the time that she applies for her first teaching certificate and requires none thereafter. This is evidently a weakness in the law. It is unreasonable to suppose that teachers are not subject to the human ills which beset the rest of the population. The State School Directors' Convention a year ago took action on this matter, suggesting that teachers annually present certificates setting forth the condition of their health. In accordance with this sentiment, it has been suggested that each teacher who has not presented a physical examination certificate to his or her superintendent within four years, should be required to do so, and should submit such a certificate by September 1, 1938, and quadrennially thereafter, provided, that the School Board may have authority to require certificates of physical examination more frequently, if desired. The teacher may be examined by her family physician, who shall use certificate forms and examination blanks which shall be furnished by the Department of Public Instruction. This latter provision will assure thoroughness and a certain amount of desirable uniformity.

2. No question interests the 63,000 teachers of Pennsylvania as much as that of tenure. There have been many conferences on this subject involving officials and representatives of the Pennsylvania State Education Association, the Teachers League, the Federation of Teachers, the Department of Public Instruction, and other agencies and organizations interested in this crucial problem. As a result of these many conferences it is clearly evident that some form of legislation is needed in Pennsylvania to prevent the blanket dismissal of teachers, to protect competent teachers in their positions, and to protect school boards against

TABLE OF CONTENTS  
(Page 2, Column 1)

Every now and then a man's mind is stretched by a new idea and never shrinks back to its former dimensions.

—Oliver Wendell Holmes



## A LEGISLATIVE PROGRAM OF EDUCATION FOR PENNSYLVANIA

(Continued from page 3)

the employment of incompetent teachers. Those who have studied this question know that it is the most momentous and the most difficult problem before the school forces of our State. Consideration must be given not only to what superintendents and teachers think, but also to what Legislators, and the taxpayers who support the schools, think and feel on this subject. In approaching the issue, consideration must be given to what constitutes the most helpful and practical measure which can be passed by the Legislature and be signed by the Governor. Working on the theory that it is always much easier to take a step forward from a present position than to blaze a new trail entirely, it is proposed to amend Section 1205, pertaining to the continuing contract for teachers. An amendment to the present law relating to the continuing contract will prevent blanket dismissals, will protect competent teachers, and will protect school boards against the employment of incompetents. The specific suggestion which has been offered as an amendment to Section 1205 is as follows:

"This termination notice shall set forth one of the specific causes enumerated in Section 1208, and shall afford the teacher an opportunity to be heard, provided the said teacher, within ten days after the receipt of the notice, files request for a hearing."

3. The proposed amendment of Section 1205 would apply to all teachers, supervising principals and professional employees, except superintendents, and also to instructors and presidents of the State Teachers Colleges. Experience may show that further amendment may be necessary to this Section, but after considerable discussion of this problem, it seems evident that the competent teachers will enjoy real security under this new provision. The objection may be raised that there is no board of appeal if the school board finally rejects the teacher after a proper hearing. In this connection it can be pointed out that school boards will proceed cautiously when they know teachers can be dismissed for cause only, and that a hearing must be held, if the teacher requests it; and further that the teacher may be represented by counsel. In addition to this, attention should be drawn to the fact that if the teacher considers it desirable, he may find reasons for appealing to the courts even after the hearing. Many court cases in the Commonwealth give testimony to this fact.

## E. ELEMENTARY EDUCATION

1. The extension of opportunity on the elementary school level should be a chief concern of the State. To this end it is proposed to extend the provisions of the compulsory school law downward from the age of eight to the age of six, provided the parent elects to send his child to school at the latter age. It is also proposed to make the minimum school term in elementary education in all districts 180 days. The original reason for an abbreviated school term—that children were needed to work—no longer obtains on any considerable scale.

2. In order to encourage nursery and kindergarten education, a subsidy, larger than that now granted under the Edmonds Act, is suggested for teachers in this field. To do this would be to follow the precedent

already established in granting an additional subsidy in the field of special education.

3. Many elementary children in Pennsylvania live beyond two miles from the school by the nearest highway, and because of this, fail to attend school. To correct this difficulty of long standing, it is proposed that the State reimburse local districts for the transportation of these children under regulations set up by the State Council of Education. Where dishonesty or other abuses exist, the State Council shall have power to withhold appropriations. It is also strongly urged that transportation for crippled children be provided to appropriate schools in the local district, or outside of the local district, in accordance with regulations of the State Council of Education.

4. It is felt that the law in the field of special education should be amended to provide for the care and treatment of hard-of-hearing children on the same basis as children with visual defects.

5. In schools having semi-annual promotion periods, the law now provides that the mid-year admission period shall occur during the first two weeks in January. It has been suggested that this be changed from the first two weeks in January to the first two weeks of the second semester to better accommodate the schedule. Schools not having semi-annual promotions should not be required to accept beginners at mid-year.

## F. SECONDARY AND JUNIOR COLLEGE FIELDS

1. Many small secondary schools are in existence in Pennsylvania today which should never have been established. Our laws have encouraged, and still encourage, the establishment of such schools. These small schools with enrolments from 10 to 200 pupils can hardly offer a rich, diverse, and attractive program. It is therefore suggested that aid from the State in the payment of secondary school tuition be so conditioned that the number of secondary schools will be decreased and the establishment of additional small schools of this kind will be discouraged. To accomplish this the State might pay a fixed sum per year toward the tuition of pupils attending secondary schools in districts other than the ones in which they live.

2. The proposal is made to extend the compulsory school law to include youth up to 17 years of age, beginning with the school year 1937-38; and up to 18 years of age, beginning with the school year 1939-40. This extension of the compulsory school age upward will have several beneficial effects. It will keep youth in school longer to prepare them more adequately for the lives which they will live after leaving, and it will automatically remove the competition of adolescents from the commercial and industrial worlds where they would in many cases fill positions otherwise held by adults. If the proposal here made is enacted into law, the Department of Public Instruction and school districts must immediately begin the planning of an adequate program for the additional number of pupils in the secondary field. It will be noted that the proposal is made to include youth 17 years of age for the year 1937-1938, and those 18 years of age for the year 1939-1940. This is done to make it possible for the secondary schools to assimilate the additional number of pupils.

3. It is also suggested that greater opportunity be given to the youth of this State by restoring a part of Section 2009 of the School Code of 1931. This restoration would make it possible for State Teachers Colleges to offer additional educational opportunities where it is not now possible for secondary school graduates to receive further education in other institutions of the area.

## G. VOCATIONAL EDUCATION

1. There has been a feeling for several years on the part of superintendents, vocational teachers, and directors, that the Vocational Act of 1925 relative to Vocational Education, should be revised and brought up to date. Now that an Act is required to take advantage of the new Federal George-Deen Act, there is an added reason for legislative proposals in the interest of Vocational Education. The vocational people are well aware of the importance of this. More funds than ever before will be available, beginning with 1937, and there should be appropriate legislation to utilize these funds to the best advantage. Not only will more funds be available, but they will be applicable over a wider range of needs than ever before, inasmuch as they will include the distributive trades.

2. The whole problem of supervision in agriculture, home economics and industrial education on a state-wide basis, needs re-studying. At present there are 20 itinerant teacher supervisors in agriculture attached to the offices of county superintendents, and 12 similar itinerant teacher supervisors in the field of home economics. Recently, industrial supervisors have been attached to the vocational teacher education staffs of the University of Pittsburgh, State College and the University of Pennsylvania. It is expected that these three industrial supervisors will serve the territory in Western Pennsylvania, Central Pennsylvania, and Eastern Pennsylvania respectively. A careful study of supervision in the vocational field would indicate many sections and counties where there is now no supervision whatever. In view of this fact, steps should be taken to provide the whole State with this service, either by radically changing the present organization by counties, or by providing supervisors in all counties. At any rate the appropriation of more funds to match those available under the George-Deen Act, is being advocated, in order that they might be dispensed at the direction of the Department of Public Instruction in such a way as to equalize the opportunities in the vocational field. It is assumed that if this is done, there will be provided in the process, a richer vocational program, not only for regular secondary school pupils but for out of school youth and adults in all areas of the Commonwealth.

3. In accordance with the recommendation of the United States Office of Education, it is proposed that the Bureau of Rehabilitation be transferred from the Department of Labor and Industry to the Department of Public Instruction. The whole problem of rehabilitation is largely an educational one, and for this reason, this proposal would seem to be in order. It is felt that larger appropriations should be made by the State for the transportation and education of physically handicapped children under 18 years of age. The Bureau of Rehabilitation takes care only of adults, beginning, usually, with those who have



## A LEGISLATIVE PROGRAM OF EDUCATION FOR PENNSYLVANIA

(Continued from page 4)

attained the age of 18 years. Doctor J. W. Studebaker, United States Commissioner of Education, has repeatedly said, that the neglect of the education of physically handicapped children is the "dark continent" in American education.

4. The offerings in the vocational field in many school districts of this State can be considerably enriched by assistance on the part of the State in offering correspondence courses. If the local school district will provide laboratory facilities and proper study supervision, the State might well encourage the work by an appropriation to assist in the payment of materials of instruction. At present, several third class districts in the Commonwealth have accomplished much in this field. One district in Pennsylvania is now offering 22 different vocational correspondence courses to 182 pupils. In addition to financial aid, the supervisory service of the State Department might be made available in getting the courses under way, and in making adjustments after they are started.

#### H. EXECUTIVE COMMITTEE OF THE COUNTY SCHOOL DIRECTORS' ASSOCIATION

1. Up to the present time the Executive Committee of the County Association has functioned only within very narrow limits. It has had authority, in conjunction with the county superintendent, to prepare the program for the school Directors' Convention of the County and has been privileged to recommend a person for the position of Superintendent of the schools of the County in the event of a vacancy. In addition to the County unit and the High School Community unit, it is now proposed that the Executive Committee of the County School Directors' Association be given additional powers, which will permit it to function as a County Board of Education, whether it is given such a title or not. The Executive Committee according to the present proposals, shall review budgets and annual financial reports of school districts under the direction of County Superintendents. In this way a better accounting procedure will be assured in all districts of this State, for the Executive Committee would be responsible for the budgets and financial reports of all districts under the jurisdiction of the County Superintendent. In fact this provision will make for a quick upgrading of general practices in budget making and in rendering financial reports in many school districts of this State.

2. The Executive Committee under this proposal would approve all transportation routes in districts under the jurisdiction of the County Superintendent. It would also review transportation contracts and recommend to the State Council provisions whereby it shall be possible for pupils of one district to be transported in the buses of another.

3. The Committee would further recommend the approval of school plants to the State Council of Education. Obviously this Committee will be able to see the needs of the County as a whole, and will recommend buildings and grounds only in such centers where an enrolment of pupils sufficient to put into operation a modern program of education can be assured. This provision should lead to the elimination of artificial boundary lines between school districts, and should go a long way toward the eventual consolidation of small school districts.

4. The Executive Committee would also review the election, placement and dismissal of teachers. After such a review should be completed, the Committee would make a report to the State Superintendent of Public Instruction concerning the situation in the several districts of the county which are under the jurisdiction of the County Superintendent. In order that this report might be complete and made as expeditiously as possible, the several boards of school directors of the county would make such reports on the election, placement and dismissal of teachers as might be required by the Committee. In this connection, it may be appropriate for the Department of Public Instruction or the State Council of Education to prepare forms on which the several boards of the county could make their reports to the Executive Committee.

5. The Committees moreover, would prepare a plan for the reorganization of school districts and attendance areas. A number of studies have been made regarding the reorganization of school districts. These studies would be made available to the Executive Committees of the several counties. Possibly, the most important study which has been made is that now nearing completion under the direction of the Works Progress Administration. The Federal Government has appropriated \$80,000 for this study. It has been made in close cooperation with the Department of Public Instruction and the County Superintendents of the State.

6. The Executive Committee would likewise review reports from the several districts on the enforcement of the attendance law. In those districts where, in the judgment of the Committee, there has been laxity in the enforcement of the law, the Committee would supervise enforcement, and report to the State Council of Education cases of gross negligence on the part of particular districts. While the attendance law is enforced rigidly in most districts of this Commonwealth, there are a few districts which have failed to do their duty in this important responsibility.

7. A provision of the kind here suggested would provide for local checking on the enforcement of attendance laws and also prepare the way for aid, if necessary, on the part of the State.

8. Small school districts are inevitably at a disadvantage in buying. They must of necessity request bids on supplies in small quantities. In order to give the small district the same advantage as that enjoyed by the larger districts, the Executive Committee would be empowered to request bids on supplies for those districts which might desire to share a joint procedure in central buying.

9. In addition to the duties which have already been enumerated, it is further proposed that the Executive Committee should make such studies and reports as may be suggested by the State Council of Education, or the State Superintendent of Public Instruction. This provision will make it possible for the State, acting through the State Council of Education, or the State Superintendent of Public Instruction, to provide for long term planning. And inasmuch as the Executive Committees must make the necessary studies, it will assure long term planning for the counties as well as for the State. In this process the State Council, or the State Superintendent of Public Instruction will be the integrating agency.

#### I. OFFICE OF COUNTY AND DISTRICT SUPERINTENDENT OF SCHOOLS

1. Members of the profession are aware that county and district superintendents have little authority granted them under the law. The profession will take an important step forward when these officials are granted authorities and privileges commensurate with their responsibilities. The county superintendent, according to present proposals, should be the Executive Secretary of the Executive Committee of the School Directors' Association and as such should be present at all meetings of the Committee and have the right to participate in their deliberations. He should be ex-officio a member of all committees of the county association of directors; he should sign the annual budgets and financial reports of the various districts under his jurisdiction, and forward them when approved by the Executive Committee, to the Department of Public Instruction. The County Superintendent should also prepare and submit such reports as may be required from time to time by the Executive Committee of the County Directors' Association, and by the Department of Public Instruction. In other words, he should be set forth in the law.

2. It is generally understood that in all first, second and third class districts, the district superintendent has functioned for many years as the executive officer of his board, and has been ex-officio a member of all school board committees. Occasionally, however, difficulties arise because boards of education fail to recognize this status of the superintendent, or the superintendent, himself, shuns the responsibility. The suggestion is offered, therefore, that the Superintendent shall be made under the law, the Executive Officer of the Board, and ex-officio a member of all school board committees. In addition to this, the law should require that he sign the annual budgets and financial reports before they are submitted to the Department of Public Instruction.

3. With the assignment of additional responsibilities to school superintendents should go also additional qualifications for the office. It is accordingly suggested that county and district superintendents shall meet such qualifications as may be prescribed by the State Council of Education. In this connection it is not expected that the State Council will act rashly, but shall proceed in such a manner as to gradually elevate the standards for those who fill the administrative positions in the schools of this Commonwealth.

4. At present, some school districts are tardy in filing various required reports. In order to provide an incentive for these districts to file their reports on time, it has been proposed that the State Superintendent be given legal authority to withhold appropriations to local school districts until all required reports are filed to date. It is expected that this provision will make for better business practices in school districts which have been operating on a low level in this respect. This does not apply of course to the many districts of this Commonwealth which have conducted their affairs in a most businesslike manner.

5. Tenure for teachers is discussed elsewhere in this address. At this point, however, it might be said that school directors

(Continued on page 8)



DEPARTMENT OF PUBLIC INSTRUCTION  
Commonwealth of Pennsylvania

DEPARTMENT STAFF

LESTER K. ADE, Superintendent of Public Instruction  
Chairman, Public School Employees' Retirement Board  
Chairman, Board of Presidents, State Teachers Colleges  
GERALD D. WHITNEY, Deputy Superintendent  
F. STEWARD HARTMAN, Executive Assistant

BUREAU OF ADMINISTRATION AND FINANCE

CLARENCE E. ACKLEY, Director  
DONALD P. DAVIS, Assistant Director

School Law.....CLARENCE E. ACKLEY, Chief  
Child Accounting and Research.....DONALD P. DAVIS, Chief  
Child Accounting.....MRS. LEONA SAVAGE, Advisor  
Research.....MARY STEVENSON, Supervisor  
Statistics.....J. HUGH HENDERSON, Statistician  
School Plant.....HUBERT C. EICHER, Chief  
Institutions.....RICHARD H. KLINE, Engineer  
School Districts.....HAROLD N. PHILPOTT, Engineer  
Consolidation and Transportation.....LEE L. DRIVER, Chief  
School Business.....E. A. QUACKENBUSH, Chief  
PRESTON O. VAN NESS, Senior Advisor  
ROY CLEAVER, Advisor  
D. EDWIN DITZLER, Advisor  
Budgetary Control.....FRANCES M. BURKE, Control Accountant  
W. M. J. MCCLURE, Cost Accountant  
GEORGE H. RICHWINE, Appropriation Accountant  
WILBUR J. LECRON, Specification Specialist

BUREAU OF INSTRUCTION

PAUL L. CRESSMAN, Director  
WALTER B. JONES, Assistant Director

Elementary Education.....CECILIA U. STUART, Chief  
MARGARET P. DURKIN, Advisor  
Secondary Education.....H. FRANK HARE, Chief  
WALTER E. HESS, Senior Advisor  
OLIVER S. HECKMAN, Advisor  
Special Education.....ROBERT C. BERNREUTER, Chief  
EDNA M. KUGLER, Advisor  
Extension Education.....A. W. CASTLE, Chief  
Agricultural Education.....H. C. FETTEROLF, Chief  
V. A. MARTIN, Advisor  
Home Economics Education.....MRS. ANNA G. GREEN, Chief  
MRS. EDITH D. DAVISON, Advisor  
Industrial Education.....WALTER B. JONES, Chief  
W. E. BRUNTON, Advisor  
SAMUEL G. CONNER, Advisor  
Vocational Rehabilitation.....M. M. WALTER, Chief  
Health and Physical Education.....FRANK P. MAGUIRE, Chief  
School Nursing.....MRS. LOIS L. OWEN, Advisor  
Art Education.....C. VALENTINE KIRBY, Chief  
Music Education.....M. CLAUDE ROSENBERRY, Chief  
Curriculum Construction.....ALAN O. DECH, Advisor

BUREAU OF PROFESSIONAL LICENSING

JAMES A. NEWPHER, Director  
W. RAY SMITH, Assistant Director

Pre-Professional Credentials.....JAMES G. PENTZ, Chief  
ALBERT J. McGLYNN, Advisor  
Registrations and Renewals.....W. D. WORST, Supervisor  
BYRON S. BEHNEY, Supervisor  
Law Enforcement (State Boards).....EMANUEL F. SCHIFANO, Chief  
Personnel Examination.....W. RAY SMITH, Chief  
EUGENE J. SULLIVAN, Advisor

PROFESSIONAL EXAMINING BOARDS AND ADVISORY COMMITTEES

State Board of Examiners of Architects  
Anthracite Mine Inspectors Examining Board  
Mine Inspectors Examining Board for the Bituminous Coal Mines of Pennsylvania  
State Dental Council and Examining Board  
State Registration Board for Professional Engineers  
State Board of Medical Education and Licensure  
State Board of Examiners for the Registration of Nurses  
State Board of Optometrical Examiners  
State Board of Osteopathic Examiners  
Osteopathic Surgeon's Examining Board  
State Board of Pharmacy  
State Board of Examiners of Public Accountants  
Board of Veterinary Medical Examiners  
Advisory Committee on Barbers  
Advisory Committee on Beauty Culture  
Advisory Committee on Real Estate

The State Library and Museum.....JOSEPH L. RAFTER, Director  
MRS. GERTRUDE B. FULLER, Assistant Director  
Teacher Education and Certification.....HENRY KLONOWER, Director  
Elementary Certification.....JONAS E. WAGNER, Supervisor  
Secondary Certification and Placement Service.....J. K. BOWMAN, Supervisor  
Publications.....EUGENE P. BERTIN, Editor  
Finance.....MARION K. McKAY, Consultant  
Public School Employees' Retirement Board.....H. H. BAISH, Secretary  
J. Y. SHAMBACH, Deputy Secretary  
Pennsylvania Historical Commission.....FRANK W. MELVIN, Chairman  
Pennsylvania State Board of Censors.....MRS. A. MITCHELL PALMER, Chairman

STATE COUNCIL OF EDUCATION

President and Chief Executive Officer, LESTER K. ADE

George R. Bailey.....Harrisburg  
Charles E. Beury.....Philadelphia  
Francis R. Cope, Jr.....Dlmock  
S. Forry Laucks.....York  
Marion K. McKay.....Pittsburgh  
William S. McLean, Jr.....Wilkes-Barre  
Emma Guffey Miller.....Slippery Rock  
Marian Parris Smith.....Bryn Mawr  
John J. Sullivan.....Philadelphia  
Clarence E. Ackley.....Secretary

ORGANIZATION AND STAFF

Department of Public Instruction

LESTER K. ADE

Superintendent of Public Instruction

In effecting the organization of the Department, as shown in the chart on the opposite page, efficiency of service was the primary basis of allocations and arrangements. In forming an organization, the principal factors are the personnel aspect and the functional aspect. Frequently, these two principles conflict in the allocation of a unit of service. For example, the Division of Law Interpretation from one point of view might be classified in the Bureau of Professional Licensing and from another point of view it might belong in the Bureau of Administration and Finance. Similarly, in other cases, the Department has been guided by the principle of efficiency of public service in formulating the present organization.

The wide scope of the Department's Program is indicated by the number and variety of functional units as indicated in the Chart. The multiplicity of these Divisions, which number sixty-seven, is evidence of the ever-widening educational program in order to meet the changing conditions and needs of contemporary life.

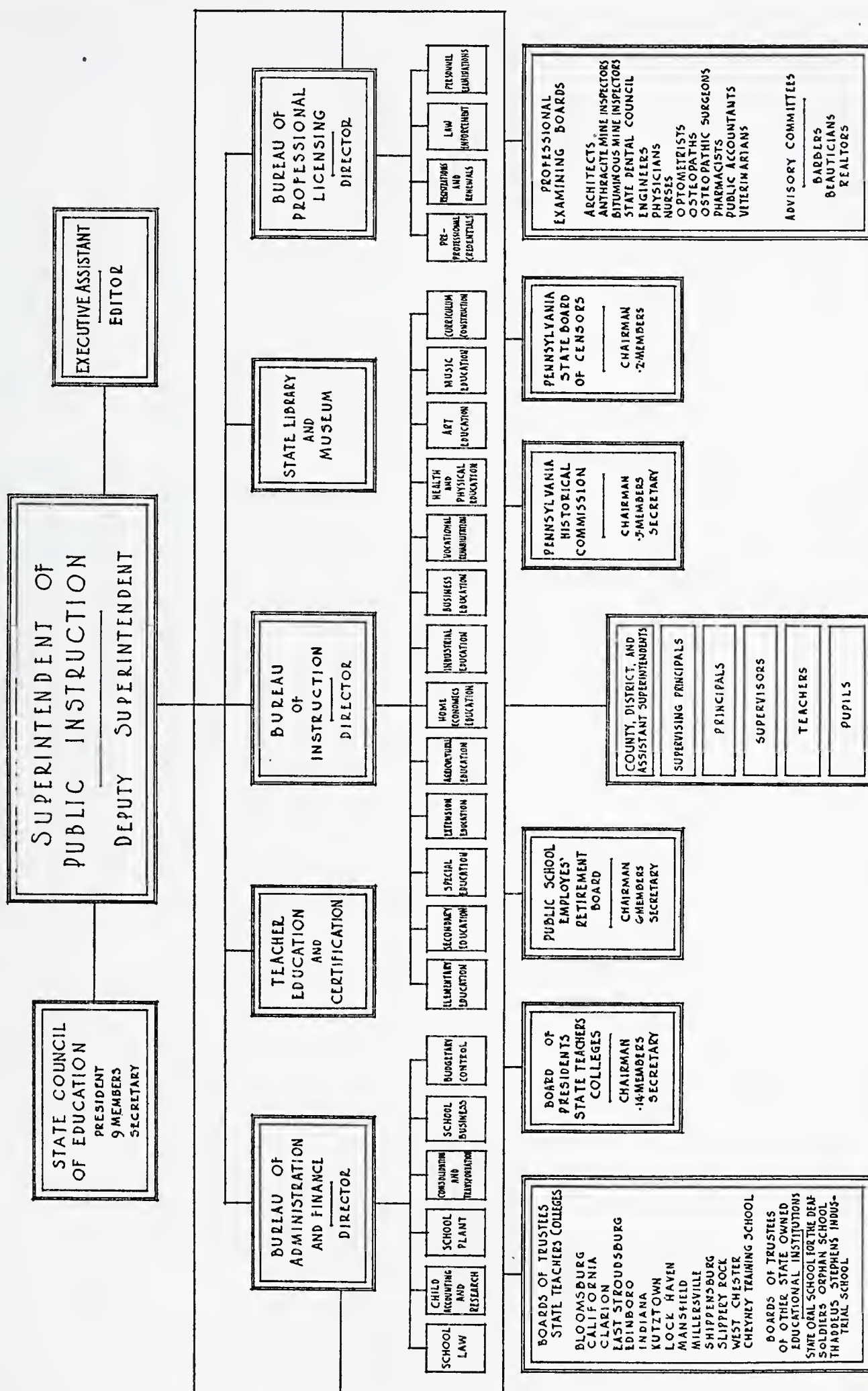
PERSONNEL POLICIES

The paramount policy of the Department with respect to personnel has been to maintain a Staff of men and women eminently qualified by preparation and experience to assure efficiency of professional service and to fill vacancies when they occur with men and women equal or superior to their predecessors in office. This standard has been consistently followed. For positions on the general Staff, the attainment of the M. A. Degree or its equivalent has been the standard for selection. For key positions on the Staff the Department has held the Doctors Degree or its equivalent as the standard of attainment.

A new departure with respect to personnel consists in designating an assistant to the Directors of the Bureaus or other major Divisions which report directly to the Superintendent of Public Instruction. This innovation has been adopted to assure a constant regularity of service to the public. Thus a Deputy Superintendent of Public Instruction has been designated to serve in the absence of the Superintendent, and assist in the general co-ordination of the work of all the Bureaus and Divisions. Likewise, there has been designated an assistant to the Director of the Bureau of Administration and Finance; another assistant to the Director of the Bureau of Instruction, and another to the Director of the Bureau of Professional Licensing. Likewise a Deputy Secretary of the Public School Employees' Retirement Board has been designated.



## ORGANIZATION CHART

DEPARTMENT OF PUBLIC INSTRUCTION  
COMMONWEALTH OF PENNSYLVANIA

APPROVED BY THE EXECUTIVE BOARD AUGUST 19, 1936



## A LEGISLATIVE PROGRAM OF EDUCATION FOR PENNSYLVANIA

(Concluded from page 5)

are elected for a term of six years in this Commonwealth. The question is raised as to why a similar confidence should not be placed in district and county superintendents. It is therefore proposed that, beginning with the year 1938, superintendents be elected for a term of six years, instead of four years. The provision by which the terms of all school superintendents except those of the first class expire simultaneously, has worked well. At the expiration of these terms there are always some casualties, but they have been relatively few. It appears, therefore, unwise to change that feature of the law which fixes the date upon which the superintendents are elected. However, there is reason to believe that with the high professional standards that have been attained in this State, it is now possible to increase the term of the superintendent from four to six years.

### J. BOARDS OF SCHOOL DIRECTORS

1. As a matter of fact the whole School Code would be much improved by a revision eliminating overlappings and inconsistencies. Quite naturally, the provisions of the School Law touching the duties of school directors are numerous and widely scattered throughout the Code. Pending a complete revision of the Code, certain suggestions may be offered concerning the duties of school directors and officers of school boards.

2. There are at present school boards in Pennsylvania which formulate budgets as a matter of form and legal necessity and then, apparently, neglect to refer to them throughout the year. In fact, it is not an uncommon thing for certain school boards to exceed the budget provisions regularly. This irregularity could be corrected by the enactment of a law stipulating that school directors who vote for measures which cause the budget to be exceeded should be surcharged. In case of an emergency, an exception may be made to this provision by permission of the State Council of Education. The permission, however, should be secured prior to the creation of a deficiency.

3. Boards of school directors in fourth-class districts under present law have no authority to elect and compensate medical inspectors in their districts, even if they so desire. Until such time as the Department of Health can resume the cost of medical inspection and nursing services in all fourth-class districts, a law authorizing boards of school directors in these districts to provide this health service at the expense of the districts, would serve a real need.

4. Ever since the passage of the Edmonds Act, establishing annual increments for teachers in first, second and third class districts, there has been a desire on the part of teachers in fourth class districts to have themselves included in the benefits of this law. This is a complicated problem and has many angles to it. However, in order to make a start in the right direction, four minimum, annual increments of \$50.00 each could be provided for teachers' salaries in these districts. With the up-turn in business, this would seem like the psychological moment to increase salaries of the teachers in the lower brackets which would largely include the teachers in the fourth class districts.

5. In some school districts tax collectors have been very lax in filing reports as required by law. This is particularly true of the monthly reports showing the taxables who paid during the month and the amount paid by each. Failure to abide by the law, especially in matters pertaining to finance, cannot be condoned. For this reason, the law might well be amended to require the secretary of the board of school directors to withhold payment from the tax collector, until all reports required by law are filed to date.

6. During the depression there was much uncertainty as to what constituted a balanced budget. All school boards were forced to estimate income on the basis of taxes collected during the previous year and on the immediate local business and industrial outlook. They could not assume that a particular tax levy would bring in a return of 100 per cent. Because of this very practical issue, it is proposed that the State Council of Education be given authority to promulgate definitions and regulations on budget balancing.

7. The excessive salaries paid to school treasurers in some districts of the Commonwealth have been little short of a scandal. In many districts the local bank or an officer of the bank serves as treasurer without cost to the school district. In other districts, the treasurer is paid the nominal sum of \$100.00. This is commendable, but in contrast to these cases, some districts have paid thousands of dollars annually to the school treasurer—and this, in spite of the fact that they were applying to the Department of Public Instruction for special aid as financially handicapped and distressed school districts. To protect the taxpayers of this Commonwealth from this abuse, it is proposed that in all districts of the third and fourth class, the compensation or commission for school treasurer shall not exceed the sum of \$100.00 per year.

8. In similar fashion, excessive salaries have sometimes been paid to secretaries of school boards. To eliminate this irregular practice and to provide a law that is more equitable, it is suggested that Section 323 be so amended as to set a reasonable limitation on the salaries of these officials.

9. The transportation of school children has become big business in Pennsylvania. It is therefore not only essential to set up standards for buses, but also to place the awarding of contracts for transportation on an efficient basis in accordance with regulations to be set up by the State Council of Education. These regulations should be so drawn as to protect the taxpayer and the school child at one and the same time.

10. At present, thousands of school children are daily transported in school buses without insurance protection against accident or death. In order to correct this situation, it is recommended that in awarding of contracts for transportation of school pupils, the Board shall require the driver or owner of the bus to furnish liability insurance.

11. In electing teachers in certain districts in Pennsylvania, boards of school directors have regularly proceeded with consultation with their professional leader—the Superintendent. On the other hand, it has been charged that in some districts the Superintendent has acted in a dictatorial manner in determining who shall, or shall

not be teachers under his jurisdiction. Both positions are of course extreme and presumably rare. In order to find a middle ground and one that shall redound to the benefit of the school children of the State, it is proposed that teachers shall be elected only from lists of properly qualified persons, as nominated by the Superintendent.

12. The calculation of tuition is annually an important task in many school districts of the State. The law, however, should be revised, indicating more clearly the items to be included in tuition charges. It is also recommended that some specific changes in the Code be made, which will set forth more clearly what shall be included under textbooks and supplies. Certain other minor changes may also be incorporated when the revision is under way.

### K. EXAMINING BOARDS AND COMMITTEES OF PROFESSIONAL LICENSING

A number of constructive suggestions for the revision of the laws pertaining to the 16 examining boards for professional licensing, from medicine to beauty culture, have been made, and will be submitted to the Legislature. Because of limited time and the remoteness of their relation to the immediate program of public education, they cannot be reviewed here.

### CONCLUSION

In conclusion, I wish to emphasize the important fact that every proposal suggested here is aimed at the better promotion of educational service in the Commonwealth, and has been developed with the educational interests of Pennsylvania's nearly 3,000,000 pupils clearly in mind. These suggestions, moreover, have in a large measure come from you and other representative groups, agencies, and citizens throughout the State. This is as it should be, for it is our part to cooperate with all who are interested in the promotion of better education through proper legislation.

It is also true that these are only proposals for the consideration of our representatives in the Legislature, and are subject to their careful advisement and reaction. Hence it is to be anticipated that some of them will be ignored and defeated, others modified and passed, and still others possibly passed as proposed. However, there is every good reason to expect relative unanimity on the part of both Houses during the next Session, which betokens an excellent opportunity for the citizens and organizations interested in public education to successfully promote constructive legislation for the schools. This wholesome opportunity, however, imposes on us a corresponding serious responsibility; namely, that we propose only such legislation as is necessary for the improvement of educational service, and genuinely constructive. It also goes without saying that definite school legislation will be offered and passed by the Legislature at the coming Session, and it behooves every school man and woman as well as every other citizen interested in the cause, to see to it that the proposals are not only necessary and constructive, but that they emanate from proper sources. For, if the appropriate agencies do not propose educational measures other and possibly less competent agencies will.



# Pennsylvania Teachers Enjoy Busy Convention

## Profit by Three-Day Program Touching Vital Phases of Professional Service

### Eminent Educators and Leaders Address Groups

Representing all levels of education from kindergarten to parent schools, some two thousand teachers and administrators, including six hundred official delegates, participated in the three-day annual convention of the Pennsylvania State Education Association in Harrisburg last month. Under the instruction and inspiration of prominent professional and lay leaders, the school people enjoyed a busy program that touched on every important aspect of their work—educational aims, organization of schools, qualifications of teachers, curriculum materials, method of instruction, administrative policies, financing public education, modern trends, educational guidance, vocational preparation, college and university problems, educational systems of other lands, socialization of education, schools of tomorrow, and legislative proposals for public schools. The most general phases of education, such as school legislation, changing social needs, and the organization of school districts, were given consideration in the three general sessions. Topics relating to particular areas of instruction were discussed at the several conferences of the fourteen departments into which the Association is organized. Still other special aspects were treated in a series of Round Table discussions by interested groups. Matters pertaining to the operation of the P. S. E. A. were dispatched at the meetings of the House of Delegates. Among the items of business that were transacted by the delegates was the adoption of five amendments to the Constitution of the Association.

Other planned activities of the Association included a number of luncheon and dinner meetings, a reception and dance, and various committee conferences which were given specific assignments.

Following is a brief synopsis of some of the topics presented by several of the principal speakers who took part in the convention:

### REORGANIZATION OF SCHOOL DISTRICTS

Local communities have a justifiable local pride in their schools, a justifiable desire to maintain control over those schools. But local communities, at the same time, have been suffering under an ever-increasing burden of real estate taxes. Local communities in ever larger numbers have called upon the State for financial assistance to keep their school doors open.

It seems evident that we should maintain that very wholesome local interest in our schools, and that we should at the same time seek some solution of the financial problems of our school districts.

No one can question the increasing State control of our school system. That control is exercised both through professional qualifications and through subsidies. It appears logical that there will be even greater control in the future, particularly in the field of finances.

The greater our State appropriations, the more the State will be involved in the local school situation. At the same time we must keep in mind that this trend toward greater

financial responsibility by the State, while it helps to relieve the burden of the local real estate taxation, also brings us to the point of diminishing returns in State taxation. By that I mean simply that with many other demands upon State revenues we eventually reach a limit beyond which we cannot go in providing additional funds for schools, even though we realize that such funds are needed and that local communities are not in a position to provide them. When that point is reached, and I greatly fear that we are reaching it, we must seek new sources of revenue. All of you will recall the Administration proposal for a graduated State income tax, to be used exclusively for school purposes. That measure was intended to establish a new source of revenue for our school system, but failed to stand the test of constitutionality in our State Supreme Court.

If this Administration is unable to provide all the financial assistance which our school system needs, it is not because of any desire to be parsimonious at the expense of our educational system, but rather in recognition of the fact that we are restricted in the amount of State revenues available.

I do believe that we should attempt to find such new sources, if possible, because in doing so we will be lifting some of the burden of local real estate taxes.

In all our discussions we cannot afford to overlook the fact that the infinite multiplication of small school units, while it provides for a maximum of local control, also creates an uneconomic and wasteful condition. It is naturally difficult to maintain high standards in school districts which are too small or too impoverished to pay adequate teacher salaries or to provide necessary equipment.

There are today more than 1100 school districts in the State having a population of less than 1000, and of this number 636 employ four teachers or less. Naturally this is not conducive to higher standards, and the pupils in those districts suffer as a result. Our aim should be to provide equality of educational opportunity, so that the accident of residence in any one section of the State may not result in discrimination against any pupil.

Up to the present time we have been reasonably successful in providing State help and supervision without infringing upon home rule, and as we proceed to a solution of the greater problems still confronting us I am sure we will be able to maintain a satisfactory relationship between the State and the local communities.

THE HON. GEORGE H. EARLE  
*Governor of the Commonwealth*

### THE NEW EDUCATION

Some of the characteristics of the new education in a modern school are: There is a maximum of educative student activity and a minimum of teacher activity during the school sessions. Students play some part in the planning of what they are doing. Provision is made for individual differences

(Continued on page 10, column 1)

## CALENDAR OF EDUCATIONAL EVENTS

### MARCH

- 10-13 Southeastern Convention District, Philadelphia, Pa.
- 12-13 Thirteenth Annual Junior High School Conference, New York University.
- 24-27 Eastern Commercial Teachers' Association, Boston, Mass.
- 26-27 Pennsylvania Academy of Science and Junior Academy of Science, Franklin and Marshall College, Lancaster, Pa.
- 30 Association for Child Education, San Antonio, Texas.
- 31 Convention of Midwest Physical Education Association, Cincinnati, Ohio.

### APRIL

- 14 Pan American Day.
- 17 Western Pennsylvania Industrial Arts Conference, California, Pa.
- 16-17 Northeastern Convention District, Sunbury, Pa.
- 23-24 Pennsylvania Forensic and Music League, Tenth Annual Final State Contest, Altoona, Pa.

### MAY

- 18 World Goodwill Day.

### JUNE

- 14-18 Fifth School of Family Relationships, State College, Pa.
- 17-July 1 National Education Association, Detroit, Mich.

## HORACE MANN CENTENNIAL

### Celebration Calendar

From American Education Week of 1936 to American Education Week of 1937, practically every month will be marked by some major feature of the Celebration of the Centennial of the Founder of American Public Schools—Horace Mann.

Following is a calendar of the main events of the twelve month observance:

- October 16-17, 1936  
The Horace Mann Conference at Antioch College.
- November 9-15, 1936  
Addresses and Announcements during American Education Week.
- February 20-25, 1937  
Special Events at the Convention of the Department of Superintendence of the National Education Association.
- May 4, 1937  
Observance of Horace Mann's Birthday in all Schools and Communities throughout the Nation.
- May to June 1937  
Emphasis on Horace Mann's Life and Service in School and College Commencements.
- June 27-July 1, 1937  
Special Events at the Convention of the National Education Association.
- November 7-13, 1937  
Climax of the Centennial during American Education Week.



## PENNSYLVANIA TEACHERS ENJOY BUSY CONVENTION

(Continued from page 9)

in abilities, interests, and environmental backgrounds. There is a friendly cooperative attitude among the students. There is a favorable teacher-student relationship. The teacher is a courteous adult at all times, that is, he shows respect for each student personality. There is a favorable student-teacher relationship. Students are constantly learning, that is, acquiring knowledge, perfecting habits and skills, or developing appreciations and desirable attitudes. The teacher is a guide who arranges and selects environmental stimuli. He dominates the situation in the sense that students know that he is the adult responsible for the classroom activities, but he does not domineer. There are certain group understandings or "mores" initiated by, and adhered to, by the classroom group which includes the teacher. Students are aware of their progress or lack of progress. This is facilitated through the use of short objective tests, graphs made and kept by students, and subjective estimates given by members of the group and by the teacher. There is a minimum of competition among individuals. The individual is encouraged to compete with his own record. The teacher plans her work in advance and uses illustrative materials of all kinds to provide for the enrichment of students' experiences and understanding. There are many opportunities for student initiative and creative expression. There is recognition of the need for the acquisition of a thorough control of the tools of learning. The school environment is simple, natural, healthful, comfortable, secure, beautiful, and orderly. There is freedom from fear and strain, and from prolonged physical restraint. There is an absence of clutter or of useless things. There is marked cooperation between the school and the home. No school can accomplish its purpose without the active support and intelligent cooperation of the parents. The school is an educational laboratory where teachers try new methods and study the results, carefully making some contribution to educational progress.

DR. LESTER K. ADE  
*Supt. of Public Instruction*

### EDUCATION IN OTHER LANDS

The school practice in certain foreign countries has suggestions for some of the weaknesses of our secondary school system such as the mediocrity of performance resulting from mass education, abuse of electives, and the relative absence of specialization. In the field of elementary education we may care to contrast the "teacher-centered" school of Europe with our own "pupil-centered" educational theory and practice. It may be that by a study of comparative education we may improve our remarkable successes in education, provided always we remember that what suits another country may not suit our own.

For the most part, our administrative units are too small for maximum efficiency, while our insistence on fiscal independence for school boards has prevented us from achieving that unity in financial disbursements which shows that education is but one — albeit the most important — of our public services.

DR. CHARLES T. LORAM  
*Yale University*

### CHANGING CONCEPTIONS OF EDUCATION

It is the problem of every school system to provide such guidance as will enable children at every level in the school system to move forward along lines of opportunity suited to their intelligence. There is no evidence in support of the proposal that failure or retardation is a satisfactory adjustment. When we go to the extreme of eliminating pupils from school, there is a tacit acknowledgement of the failure of schools to render the service for which they have been organized.

All of our citizens must be convinced of the adequacy of opportunity provided through education for them and for their children. The schools, while offering a chance to each individual to make the most of himself, must at the same time provide for social understanding and for the cooperation of all in those activities which make for the common good.

DR. GEORGE DRAYTON STRAYER  
*Columbia University*

### PROMOTING HOME SCHOOL RELATIONSHIPS

Parent education is coming more and more to be thought of as education for family living. As such it concerns not only parents themselves but all other members of the family. This includes grandparents, relatives, persons standing in the relationship to the child of parent substitute, and even children themselves must be considered in any program of education for family living. Parent education in this broadened concept includes consideration of homemaking as it relates to family life, family health, family recreation, and of family contact with and use of community agencies. The school is one of the community agencies closely touching family life, therefore, school-home relationships become an important phase of education for family living, and parent conferences are a means used in maintaining these relationships. In discussing the subject today it should be so thought of.

GRACE LANGDON  
*New York City*

### AGRICULTURAL EDUCATION FOR FARM GROUPS

Much of the work in Agricultural Education in many of the states has almost wholly been confined to secondary school pupils and made to conform to the administrative routine of the public school. Many of those of us engaged in this work in the early days thought that the whole problem of education for the farming occupation could be solved that way. We actually believed that, given four years' time of the boy while he was in secondary school, we could make a finished farmer out of him. That was before such problems arose as, volume of business, livestock efficiency, crop index, farm balance, high taxes, foreclosures, tight money, and "yearly models" on all makes of cars. We are face to face with the problem of what to do for the young man out-of-school, who wants to become established as a farmer and finds himself up against it; and what to do for the adult farmer who is established and up to his neck in difficulties.

R. W. GREGORY  
*Washington, D. C.*

### SOCIAL AND ECONOMIC PROBLEMS IN THE CURRICULUM

A curriculum which will enable the pupils in our schools to define more clearly and accurately for themselves the real tenets of special forms of government such as European Communism and Fascism may constitute the soundest kind of insurance for the preservation of the best of our American ideals. What we don't know may hurt us. The study of different forms of government should be paralleled by a realistic examination of pros and cons of a large number of those social and economic problems which, because of a faulty or partial solution, are the direct or indirect cause of many of our nation's difficulties. If we wish for the control of our social, political, and economic life to spring from our collective wisdom rather than be imposed upon us by the arbitrary dictates of some shirt, be it brown, black, or stuffed, then we must strive for an improved education along social, economic, and political lines. The new curriculum should contain a wealth of socio-economic materials which will provide on the proper age and grade level for experiences that will enable the coming generations to secure a far better understanding of the real problems that vex our nation than you and I have had.

DR. H. B. BRUNER  
*New York City*

### LOOKING TO THE FUTURE CITIZEN

During the emergency service, which brought almost five million men and women together in time of war, we found the youths of the city and the small town associated with the youths from the farms and the hills. There was no class, no religious, or other distinction among those who served. This experience of association taught us many things unknown to the classroom from which more than half of us had just been disassociated. We were astonished to find that almost twenty-two per cent of our comrades could not read or write. Their letters from home had to be read by a squad member. They could not understand their general orders or the simple commands of their officers. Yet they tried to be real soldiers, and wanted to do even more than their part. Here we found Americans in the rough.

These memories were soon crystallized after the formation of The American Legion, through the Americanism Division, into the working part we could play in cooperation with our schools to make certain that a few years hence no such similar conditions of illiteracy could be found among the young men of the United States. Our first real contribution came in 1921, at which time representatives of The American Legion met with officials of the National Education Association and of the United States Office of Education to propose a joint sponsorship of American Education Week.

HOMER L. CHAILLAUX  
*The American Legion*

### IN THE ELEMENTARY SCHOOLS

The new elementary school curriculum should:

1. develop better economic and social understandings;



## PENNSYLVANIA TEACHERS ENJOY BUSY CONVENTION

(Concluded from page 10)

2. capitalize in an optimum way upon the opportunities afforded by the local communities;
3. make optimum use of the educational opportunities provided through the social experience of children;
4. provide for the selection and organization of content materials and activities around problems of social value so that these may contribute to a real integration in learning;
5. find a more appropriate and effective place for drill;
6. make better provisions for the discovery and development of individual aptitudes, interests and creative abilities;
7. emphasize the development of problems solving attitudes and techniques among pupils;
8. urge opportunities for children to express their own individuality in the arrangement and decoration of the classroom;
9. make sound and varied suggestions to assist pupils and teachers in evaluating their work.

DR. HERBERT B. BRUNER  
*Columbia University*

### THE RESPONSIBILITIES OF ELEMENTARY SCHOOL PRINCIPALS

Of the 27 million children who go to school, the United States Office of Education tells us that 21 million of these are in our elementary schools. You can see that it takes a vast army of principals and teachers to guide these boys and girls. This problem of guiding is not an easy one for we are teaching so much more than what is found in books. Today the elementary school is having to take responsibility for more and more of the child's waking hours.

The principal—has just 200 different duties in seeing that the needs of your child are attended to and that all the boys and girls of the school may receive the correct type of education. He carries the responsibilities for the direction and guidance of this broad and all-important social enterprise, therefore he must be an individual of extensive preparation, keen insights, of unique leadership, and administrative qualities.

EVA G. PINKSTON  
*National Education Association*

### NEW MEANING OF GEOGRAPHY IN EDUCATION

The significance of geography in the establishment and growth of the United States of America is reflected throughout our history. During the Colonial period, extending from 1620 to 1790, we were concentrated near the eastern seaboard. Our faces were turned eastward. During the second period, which was about a century in length extending from 1790 to 1890, the frontier moved steadily westward. The American people passed through a series of thrilling adventures as they explored and opened up one natural region after another. The third period, extending from 1890 to the present, has been one of tremendous expansion in manufacturing, in mining, and in foreign trade. The faces of many have

turned westward and become interested in the peoples across the Pacific.

Geography has become absolutely essential in the study of international relations, not only in commerce and trade, but in social and political relationships. The possibility now lies before us as a nation of serving the entire world with the idealism of America, as an influence in bringing about a better understanding among the different nations of the earth and in breaking down the barriers that are preventing friendly cooperation among the people on this planet.

DR. WALLACE W. ATWOOD  
*Clark University*

### GEOGRAPHY IN THE UNDERSTANDING OF WORLD PROBLEMS

Today we find three-fourths of the population of the world centered in four portions of the land surface of the earth. This has not come by chance. The physical environment determines where the people can best make a living. It is not by chance that there are but six, or at the most seven, powerful nations on this earth. Geographic factors have been very important influences.

The development of science and technology has now broken down all physical barriers. They have virtually eliminated the importance of distance. We are in an economic sense so near that a wheat producing farmer in the Dakotas or Saskatchewan cannot lift his elbow without nudging a planter on the pampa of the Argentine, or the central plains of Australia. No one can measure the strength of the different nations of the world without taking account of their supplies of mineral fuel, iron, copper, lead, zinc, manganese, and chromium. Geography enters into most of our international economic problems.

The breaking down of all physical barriers has meant not only the free movement of commodities and of people, but the rapid exchange of ideas, social, religious, and political. Ideas travel more readily than commodities. We are unavoidably intimately associated in many ways with the other peoples of the world.

DR. WALLACE W. ATWOOD  
*Clark University*

### THE FIELD OF GUIDANCE

Concretely stated, guidance consists of: Giving organized assistance to pupils in making choices and adjustments at strategic points in their lives; giving help based on the best scientific data available to pupils in solving their problems; giving training to pupils in developing techniques for the solution of their own problems; giving help to pupils in methods of self-analysis and improvement. While guidance may be looked upon as a major function of education, it can hardly be said to be synonymous with education because it places the emphasis upon choice and interpretations and on problem solving rather than upon all phases of educational training. As society becomes more complex it becomes increasingly necessary to have organized assistance to help the child find and maintain his place in the world. Expert advice and guidance should be available to the child in his struggle for adjustment.

As we look at various statements about guidance, we can, I think, select certain

lines of thought on which all or most of the authorities base their statements. Among these are: First, guidance has special concern with vocations, avocations, education, personal and social problems; second, guidance has special concern for the emergencies of life whether they be crises or long standing deficiencies; third, while authorities in general deny that guidance is identical with education, they agree that its aim is to assist the individual to make adjustments to life, which involve himself and other folks; fourth, they generally agree that guidance should not be dictation but that it should enable the pupil to guide himself; fifth, they all agree that guidance must be based on facts obtained in a manner as nearly scientific as possible.

Are we not justified, then, in accepting the tools of guidance as the indispensable tools of education? As no reputable doctor would attempt to treat a patient without a careful diagnosis of the difficulty, so our best educators today refuse to handle pupil problems by time-worn rule of thumb methods. When the scientific method has seized control of our educational system, the term guidance may well become obsolete if the term "education" is still in use. So, when education has become scientific and universal, the field of guidance will have become the field of education. Until then we may well accept the practical situation as it is and consider guidance as a rather specialized function in our schools.

DR. FRANK G. DAVIS  
*Bucknell University*

The value of this annual assemblage of school people representing more than 60,000 classroom teachers, school administrators, and supervising principals, as well as instructors and officials of the institutions of higher learning in Pennsylvania, can hardly be overestimated. The advantages accruing from an organization of educational forces, and the substantial instruction received by the teachers on this occasion, together with the inspiration and associations they enjoy at the hands of nationally known leaders, inevitably have a pronounced effect not only upon the general morale of the professional workers, but upon the effectiveness of instruction in the classrooms.

### OLDEST SURVEYOR PASSES

Pennsylvania's oldest registered Surveyor, George C. Kirk, of the Department of Public Instruction, carrying Registration Number 235, born in Clearfield County, Pennsylvania, April 3, 1837, died November 22, 1936, age almost 100 years.

### STATE SCHOLARSHIP EXAMINATION

Principals of high schools having mid-term promotions are requested to notify graduates of the January or February 1937 classes who may be eligible candidates that the annual State Scholarship Examination is scheduled for Friday, May 7, 1937 at the County Seats, and that their applications for permission to take this examination should be filed with the principal before March 1, 1937.



## FATHER AND SON WEEK

### Social Values of Celebration Stressed in Governor's Statement

#### OBSERVANCE FEBRUARY 21-27

In sponsoring the annual Father and Son Week from February 21 to February 27 this year, the Young Men's Christian Association of Pennsylvania is rendering a social service that is not only praiseworthy but of great importance in the present day and age. This worthy movement, which originated about thirty years ago, constitutes a valuable and appropriate opportunity to bring fathers and sons into closer relationship and better appreciation of each other, thereby not only enriching a natural fellowship but materially aiding the wholesome harmony of home life. The rapid and widespread acceptance of the Father and Son Week idea, which is now fostered throughout the world, is a gratification to all who are interested in promoting the fine art of living together.

There has never been a time when a father's statement, "I have a boy to bring up" has implied a more serious responsibility than it does today. These complexities, confusion, and seeming inconsistencies of modern life are almost overwhelming to the average boy; and unless he can find intelligent, trustworthy, and sympathetic guidance in someone near to him whom he can implicitly trust, he is most likely to become bewildered. Fortunately, a father represents the ideal anchor by which a boy can steady his course through the crucial years of his young life, for the son is attached to his father not only by daily intimate association, but by strong ties of blood.

The vital and potent relationship between father and son is not one of simple authority, as of old, but rather one of sympathetic and wise understanding. It is a delicate responsibility for a father to guide his son intelligently without interfering too much with the boy's course of life; the task must be performed with wisdom, kindness, and good cheer. It is a process in which the father's pride does not conceal his son's weaknesses; in which paternal love does not becloud honest justice; in which fatherly generosity does not yield to undue indulgence; and in which an instinctive desire to help does not result in the removal of reasonable responsibility on the part of the son. A parent may find it necessary "to be cruel in order to be kind." To require a boy to earn and pay for what he gets, to assume some responsibility both for himself and others and to practice a fair degree of self-management, goes far toward strengthening the moral fibre of his personality and character. A boy benefits in personal development by having imposed upon him as much responsibility as he is capable of assuming—no more or no less. It is not easy to determine the point beyond which a parent may not go in putting a son "on his own."

An understanding father's precept, supplemented by habitual example, will exert a greater influence than any other factor with respect to inculcating such desirable traits of character in a boy as self-control, attention to health, kindness, fair-play, self-reliance, faithfulness to duty, reliability, friendly cooperation, and loyalty. The father who sees in his son's face the shadowings of the man to be, is zealous of the influence which his own example exerts on him. He jealously guards the precious privilege of being his son's companion, friend and confidant. The son becomes his father.

The father finds comfort in the fact that they are not alone in fulfilling these great responsibilities. A great many active organizations including schools, churches, and social and civic clubs, through their various constructive programs, touch family relationships including that between father and son. The program sponsored each year by the Y. M. C. A. during the last week in February renders an outstanding service in this direction.

In the celebration of Father and Son Week there are numberless appropriate activities. With the cooperation of the Y. M. C. A., the church, the school, and other social organizations, programs consisting of luncheons, banquets, social singing, talks by fathers and sons, lectures, motion pictures, scripture lessons, and other forms of entertainment and instruction, may be enjoyed. Special programs appropriate to the day may be planned for Father and Son Sunday which this year falls on February 21.

In the midst of our busy affairs, it is altogether commendable for fathers as well as others interested in the youth of our Commonwealth to take time

during the observance of Father and Son Week from February 21 to 27 not only to reflect upon the gravity of the responsibility of rearing sons to take their place on the contemporary scene, but to participate actively in the program designed to provide guidance, encouragement, and inspiration to these youths who must bear tomorrow's burden.

THE HON. GEORGE H. EARLE  
*Governor of the Commonwealth*

### ANTICIPATING ANNIVERSARIES

#### MARCH

- 1 Augustus Saint-Gaudens, 1848-1907  
Sculptor; one of the first seven members of the Academy of Arts and Letters.  
Elected to the Hall of Fame in 1920.
- 3 Alexander Graham Bell, 1847-1922  
Inventor of the telephone; and early teacher of the deaf.
- 4 Pennsylvania Day, 1681  
Pennsylvania joined the Union.
- 7 Luther Burbank, 1849-1926  
Botanist, horticulturist, naturalist, and experimenter with plant life.
- 7-13 Boy Scout Week.
- 12-18 Girl Scout Week.
- 13 Joseph Priestley, 1733-1804  
Chemist, clergyman, discoverer of oxygen.
- 14-20 National Business Women's Week.
- 15 Andrew Jackson, 1767-1845  
General in the Army, Congressman, State Governor, and 7th President of the United States.  
Elected to the Hall of Fame.
- 16 James Madison, 1751-1836  
Framer of the Constitution, Member of the Continental Congress, Secretary of the State, and 4th President of the United States.  
Elected to the Hall of Fame in 1910.
- 17 St. Patrick's Day  
The day of the wearing of the green.
- 18 Amerigo Vespucci, 1452-1512  
Italian navigator for whom America was named.
- 21 Spring Begins.
- 20 Charles W. Eliot, 1834-1926  
Educator, chemist, mathematician, administrator, and author.
- 21-27 Father and Son Week.
- 28 Johann Amos Comenius, 1592-1670  
Educational reformer; author of the first successful application of illustrations to the work of teaching.
- 28 Easter.

#### 1938

- 75TH ANNIVERSARY of the Battle of Gettysburg.
- 300TH ANNIVERSARY of the first White settlement (Swede) first courts of law, and the first Capitol within Pennsylvania.